

Message Text

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ORIGIN SS-25

INFO OCT-01 ISO-00 SSO-00 NSCE-00 /026 R

DRAFTED BY NEA/AFN:WSWEISLOGEL/NEA:AR DAY:MAR

APPROVED BY P:JJSISCO

S/S - DMACK NEA/RA:COL. HOBBS

NEA:SSOBER NEA/ARN:MDRAPER

DOD:GEN. FISH/MR. JORDAN

PM:TSTERN

NEA/IRN:CNAAS

NSC (INFO)

L/NEA:KHUFFMAN (PARA 7 ONLY)

H:RFLATEN (INFO)

----- 052916

O 280302Z FEB 76 ZFF4

FM SECSTATE WASHDC

TO AMEMBASSY AMMAN NIACT IMMEDIATE

AMEMBASSY RABAT IMMEDIATE

AMEMBASSY TEHRAN IMMEDIATE

AMEMBASSY TUNIS IMMEDIATE

INFO AMEMBASSY ALGIERS IMMEDIATE

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EXDIS, ALGIERS FOR ATHERTON

E.O. 11652: GDS

TAGS: MASS, JO, JO, US, IR

SUBJECT: MILITARY ASSISTANCE TO MOROCCO

REFS: (A) AMMAN 963, (B) RABAT 1008, (C) RABAT 1021,
(D) TE,RAN 1881, (3) AMMAN 1006, (F) MAP AMMAN 252351Z
FEB 76, (G) AMMAN 1064

1. THIS MESSAGE ADDRESSES THE CONCERNS AND QUERIES RAISED
BY RESPECTIVE EMBASSIES IN REFTELS. DEPARTMENT REITERATES
THAT IT IS WILLING TO DO WHAT IT CAN TO ASSIST ENHANCE GOM

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DEFENSIVE CAPABILITY. WE SEE OUR ROLE, HOWEVER, AS LIMITED

TO FACILITATING TRANSFER OF US-SUPPLIED EQUIPMENT BETWEEN STATES CONCERNED BY APPROVING THESE TRANSFERS PURSUANT TO LEGISLATION. WE MUST INSIST THAT TRANSFER TERMS BE AGREED ON AMONG COUNTRIES CONCERNED BEFORE WE UNDERTAKE TO GRANT APPROVAL. WE ARE SYMPATHETIC TO TRANSFER CONCEPT AS WAY TO PROVIDE SOME SUPPORT TO MOROCCO, BUT AS IS EVIDENT THERE ARE SERIOUS ISSUES AMONG COUNTRIES CONCERNED AND CONSIDERABLE POTENTIAL FOR MISUNDERSTANDING AND FRICTION. AS AMBASSADOR PICKERING POINTS OUT, THE MORE WE GET DIRECTLY INVOLVED IN SUBSTANCE OF TRANSFERS THE MORE LIKELY WE ARE TO INCUR ILL-WILL FROM ALL SIDES. WE WILL WANT TO ENSURE, AS WE PROCEED, THAT ALL COUNTRIES CONCERNED HAVE

SAME UNDERSTANDING OF SITUATION THAT WE HAVE.

2. RABAT 1021 RECOMMENDS THAT EMBASSIES RABAT AND AMMAN BE OFFICIALLY AUTHORIZED TO SUGGEST TO GOM AND GOJ THAT THEY CONSIDER ARRANGING FOR LOAN RATHER THAN TRANSFER OF 20 F-5AS FROM JORDAN TO MOROCCO. WHILE DEPARTMENT WOULD HAVE NO OBJECTION TO SUCH AN ARRANGEMENT, EMBASSIES SHOULD NOT BECOME INVOLVED IN NEGOTIATIONS BETWEEN JORDAN AND MOROCCO. AS AMMAN POINTS OUT, ALTHOUGH LOAN MAY OVERCOME PROBLEM WHICH APPEARS TO BE EVOLVING BETWEEN GOJ AND GOM ON TRADE-OFF OF F-5AS FOR F-5ES, WE MUST STILL ADHERE TO TRANSFER PROCEDURES INCLUDING PRIOR NOTIFICATION OF CONGRESS, WITH CONCOMMITANT TEN-DAY WAITING PERIOD AND POSSIBLE ATTENDANT PUBLICITY.

3. CURRENT STATUS OF PROPOSALS FOR THIRD COUNTRY TRANSFER TO MOROCCO IS AS FOLLOWS:

A. 36 106MM RECOILLESS RIFLES FROM JORDAN TO MOROCCO:

GOJ HAS FILED TRANSFER REQUEST. GOM HAS PROVIDED TRANSFER ASSURANCES. NOW THAT EMBASSY AMMAN HAS ASCERTAINED THAT RIFLES ARE OF FMS-ORIGIN, DEPARTMENT IS PROCEEDING TO NOTIFY CONGRESS THAT WE INTEND TO APPROVE GOJ REQUEST. (THIRD-PARTY TRANSFER OF MAP-ORIGIN ITEMS ARE RARELY MADE SINCE, UNDER EXISTING US LAW, DIPLOMATIC AGREEMENTS, AND POLICY, USG ITSELF TRANSFERS SUCH ITEMS UNDER THE MAP

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REDISTRIBUTABLE PROGRAM, UTILIZING MIMEX PROCEDURES.) WE ARE WORKING ON ASSUMPTION THAT ALL ITEMS UNDER CONSIDERATION FOR TRANSFER TO MOROCCO ARE OF FMS ORIGIN (NOT MAP). IF THIS IS NOT THE CASE, PLEASE NOTIFY DEPARTMENT.

B. 16 155MM HOWITZERS FROM IRAN TO JORDAN (LATER TO GO TO MOROCCO):

GOM HAS PROVIDED TRANSFER ASSURANCES. GOJ HAS NOT FILED NO-TRANSFER LETTER. GOI HAS NOT REPEAT NOT FILED TRANSFER REQUEST BUT INSTEAD HAS REQUESTED USG ASSURANCES THESE WOULD BE REPLACED IN KIND BY USG WHEN AVAILABLE. AS DEPARTMENT PREVIOUSLY STATED, HOWITZERS COULD NOT BE REPLACED BEFORE FOURTH QUARTER CY 77 PRODUCTION FOR MOROCCO AND ANY ADDITIONAL COSTS WOULD HAVE TO BE BORNE BY GOI OR OTHER CONCERNED GOVERNMENTS. USG DOES NOT REPEAT NOT HAVE FUNDS FOR THIS PURPOSE.

C. F-5AS:

DEPARTMENT STILL NEEDS GOM TRANSFER ASSURANCES. WRITTEN ASSURANCES REPORTED RABAT 938 MENTIONING "ADDITIONAL

ITEMS WHICH MIGHT BE AVAILABLE TO MOROCCO" LACK REQUIRED SPECIFICITY. GOJ HAS FILED LETTER REQUESTING TRANSFER OF F-5AS. DEPARTMENT CAN MAKE FINAL DETERMINATION AND INITIATE TRANSFER PROCEDURES WHEN GOM FILES NO-TRANSFER LETTER AND AS SOON AS DEPARTMENT RECEIVES CONFIRMATION THAT GOJ AND GOM DO INDEED INTEND TO PROCEED WITH TRANSFER AND THAT THERE IS AGREED REPLACEMENT ARRANGEMENT.

4. FOR TEHRAN: EMBASSY SHOULD REITERATE TO GOI THAT THERE IS ABSOLUTELY NO WAY IN WHICH EVENTUAL TRANSFER OF THE HOWITZERS, F-5AS AND ANY OTHER MATERIEL FROM IRAN TO JORDAN AND THENCE TO MOROCCO WILL NOT BECOME KNOWN TO THE CONGRESS AND EVENTUALLY TO THE PUBLIC. WE ARE REQUIRED BY APPLICABLE LAW TO NOTIFY CONGRESS OF OUR INTENTION TO APPROVE BOTH TRANSFERS AND JUXTAPOSITION OF TRANSFERS WILL OF COURSE BE OBVIOUS. FYI: MOREOVER, WHEN AND IF WE BEGIN TO NOTIFY CONGRESS OF TRANSFERS OF EQUIPMENT FROM IRAN TO JORDAN, WE CAN EXPECT SOME EXPRESSIONS OF
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CONCERN FROM SUPPORTERS OF ISRAEL ON THE HILL. WE SHALL BE OBLIGED TO TELL THEM THAT EQUIPMENT IS BEING CHanneled THROUGH JORDAN AND IS EVENTUALLY DESTINED FOR MOROCCO. END FYI.

5. AS WE STATED IN OUR ORIGINAL MESSAGES ON THIS SUBJECT, USG HAS NO REPEAT NO FUNDS WITH WHICH TO COVER ADDITIONAL COSTS OF REPLACEMENT OF ITEMS WHICH MAY BE TRANSFERRED. THE POSSIBILITIES OF EXPEDITING DELIVERY DATES OF REPLACEMENTS FOR TRANSFERRED ITEMS ARE VIRTUALLY NIL. FYI: THERE IS NO MILITARY GRANT AID PROGRAM FOR MOROCCO WITH THE EXCEPTION OF DOLS 800,000 IN FY 76 TO BE RAISED TO DOLS 900,000 IN FY 77 FOR TRAINING PROGRAMS IN US. CURRENT MOROCCAN REQUEST CANNOT REPEAT NOT BE TREATED AS SUPPLEMENT TO THE EXISTING ARMS PROGRAM. CREDITS, IN

ADDITION TO THE DOLS 30 MILLION ALLOCATED FOR FY 76 AND PROJECTED FOR FY 77 UNDER THE FMS PROGRAM, ARE NOT REPEAT NOT AVAILABLE. WE NOTE FROM RABAT 1008 THAT SAUDI GOVERNMENT RECENTLY FURNISHED DOLS 200 MILLION FOR DEFENSE SUPPORT TO THE GOM. COULD SOME OF THESE FUNDS BE USED TO COVER PRESENT EMERGENCY ACQUISITIONS? END FYI.

6. FOR AMMAN: WITH RESPECT TO ITEMS BEING TRANSFERRED FROM IRAN, JORDANIANS MUST SUBMIT BOTH NON-TRANSFER ASSURANCE AND REQUEST FOR TRANSFER FOR EACH ITEM. THIS WOULD BE THE CASE REGARDLESS OF HOW THE EQUIPMENT IS PHYSICALLY MOVED FROM IRAN TO MOROCCO (IT CAN BE SHIPPED DIRECTLY) SO LONG AS IRANIANS WISH TO GO THROUGH DOUBLE TRANSFER ARRANGEMENTS. THEY MAY WELL OF COURSE NOT WISH TO DO SO, OR INDEED TO MAKE TRANSFERS AT ALL, ONCE THEY

LEARN THAT DOUBLE TRANSFER CANNOT REALLY O0SCURE THEIR ROLE.

7. IDEA OF SENDING JORDANIAN-MANNED PLANES TO MOROCCO, TO REMAIN UNDER JORDANIAN CONTROL, AVOIDS TRANSFER ISSUE BUT RUNS INTO ANOTHER PROBLEM. US-JORDANIAN AGREEMENT OF 1957 UNDER WHICH WE HAVE PROVIDED MILITARY EQUIPMENT TO JORDAN IS MORE LIMITED THAN NORMAL AGREEMENTS IN THAT IT PROVIDES EQUIPMENT CAN BE USED ONLY FOR INTERNAL SECURITY AND SELF-DEFENSE. PROVISION FOR PARTICIPA-
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TION IN JOINT DEFENSE OPERATIONS IS NOT INCLUDED. AS IN ONE PREVIOUS CASE, WE COULD DRAW UP AMENDMENT PERMITTING DEPLOYMENT TO MOROCCO, BUT THIS WOULD REQUIRE POLICY DECISION AT HIGH LEVEL AND WITHIN 60 DAYS AFTER SIGNATURE, AMENDMENT WOULD HAVE TO BE SENT TO CONGRESS UNDER CASE ACT IN CLASSIFIED MANNER. OUR INITIAL REACTION TO SUCH JORDANIAN EXPEDITIONARY FORCES IS NEGATIVE. EVEN THOUGH IT WOULD BE COMING FROM WITHIN THE ARAB WORLD, EXAMPLE IT WOULD AFFORD OF FOREIGN FORCES BEING DEPLOYED INTO SAHARA DISPUTE HAS OBVIOUS DISTURBING IMPLICATIONS. SINCE WE UNDERSTAND THERE IS CONSIDERABLE OPPOSITION WITHIN JORDANIAN MILITARY TO SUCH A MOVE, IT MIGHT NEVER GET OFF THE GROUND. IN ANY CASE, WE SHOULD REMIND GOJ OF LIMITATION IN AGREEMENT AND INDICATE OUR CONCERN A0OUT SUCH OPERATION IN BROADER CONTEXT OF SAHARA PROBLEM. (FYI: INCIDENTALLY, JUNE 29, 1960 US-MOROCCO AGREEMENT IS SIMILARLY RESTRICTIVE. END FYI.)

8. REGARDING TRANSFER OF JORDANIAN F-5AS (WITHOUT PILOTS), WE UNDERSTAND FROM TELECON THAT JORDANIANS HAVE NOW DECIDED THEY WANT TO PROCEED WITH THIS. BEFORE WE CAN AUTHORIZE IT, HOWEVER, WE WILL NEED WRITTEN NON-TRANSFER

ASSURANCE FROM MOROCCO. WE ALSO WILL WANT, THOUGH THIS IS NOT TECHNICALLY REQUIRED, FIRM ASSURANCES FROM BOTH GOJ AND GOM THAT COMMON AGREEMENT HAS BEEN REACHED CONCERNING REPLACEMENT. SINCE THERE IS EVIDENTLY CONSIDERABLE POTENTIAL FOR MISUNDERSTANDING ON THIS SCORE, IT APPEARS TO US ONLY REALLY SATISFACTORY WAY FOR TWO GOVERNMENTS TO ASSURE THEY ARE IN ACCORD IS TO HAVE WRITTEN UNDERSTANDING BETWEEN THEM, A COPY OF WHICH WE WOULD WANT TO SEE. (FYI: WE ARE EXAMINING TECHNICAL QUESTIONS INVOLVED IN ANY EVENTUAL REPLACEMENT OF F-5AS BY MOROCCO WITH F-5ES FROM FUTURE PRODUCTION.)

9. FOR RABAT: FOR REASON SET FORTH PARA 7, YOU SHOULD NOT PURSUE IDEA OF LOAN OF JORDANIAN PILOTS.

10. FOR REASONS CONTAINED PARA 9, YOU SHOULD ASK GOM

FOR AGREEMENT ON REPLACEMENT ARRANGEMENTS WITH GOJ FOR JORDANIAN F-5AS, AND REMIND THEM NON-TRANSFER AGREEMENT
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ALSO REQUIRED.

11. WE HAVE GIVEN AMBASSADOR BOUTALEB ON FEBRUARY 27, AT HIS REQUEST, STATUS REPORT CONTAINED PARA 3 OF THIS TELEGRAM. INGERSOLL

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